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ABSTRACT

A study was done of the numbers and educational status of homeless children in the state of Utah in 1991. A survey was conducted using data provided by 31 shelters statewide and included children and youth who were provided shelter at any time during the year. The total count of 4,894 homeless children and youth, when corrected for general population growth, represents an increase of approximately 3 percent of the homeless child count over the 1990 count. The largest concentration of homeless children and youth was found in Salt Lake City (32 percent), the second largest concentration was found in Ogden (20 percent), the third largest concentration was found in Provo (13 percent), and the fourth largest number was found in St. George (8 percent). The remaining individuals were scattered in rural communities throughout Utah. School attendance data showed that 63 percent of elementary school-age homeless children received services from local school districts. School districts served 71 percent of the homeless middle school children and 48 percent of the high school youth. Only 39 percent of preschool (3-4 year olds) homeless children received education services. Barriers to school attendance continued to be lack of transportation, appropriate clothing, medical care, and food. Appendixes contain data sources, the survey instrument, and definitions. (JB)

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HOMELESS CHILDREN AND YOUTH IN UTAH

1991 REPORT

UTAH STATE OFFICE OF EDUCATION

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Salt Lake City, Utah
May, 1992

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FOREWORD

Programs directed toward the education of homeless children, youth, and adults have been initiated through the Stewart B. McKinney Homeless Assistance Act, now known as P.L. 100-77.

The primary goal of the McKinney Act, Section VII (B) is to implement the policy of Congress that homeless children have access to free, appropriate public education on an equal basis with other children. Grants to states are authorized to obtain information on the number and needs of homeless children and youth that will enable identification of any barriers that prevent these students from receiving an education and to develop plans to overcome such barriers.

The Stewart B. McKinney Act was reauthorized by Congress and signed into law by President Bush on November 29, 1990. The Department of Education was the only agency receiving an increase in funding, moving the Department of Education funding level from seven million dollars to twenty five million dollars.

This funding is distributed to each State using the Chapter 1 formula. Funding for Utah has moved from fifty thousand dollars in 1987 to eighty-five thousand dollars in 1992. Through this grant the Utah State Office of Education has been able to fund projects for the education of homeless children and youth in five local school districts in Utah and the Lowell Bennion Center at the University of Utah.

In addition to the Stewart B. McKinney Homeless Assistance Act, the Utah State Legislature has recognized the needs of homeless children and youth. In the 1992 Session of the Utah State Legislature, funding was appropriated through the Minimum School Program Act (S.B. 212, Section 30) to provide $623,960 to districts throughout the State, a substantial part of which will begin to address the needs of homeless students who enroll in Utah Schools.

We are delighted that the Utah State Legislature has taken the initiative in beginning to address the needs of these homeless students who are most at risk throughout our State.

Scott W. Bean
State Superintendent of Public Instruction

ACKNOWLEDGMENTS

We extend our thanks and appreciation to agencies throughout the State who continue to provide data for this report. These diligent service providers are invaluable sources of information which gives direction to our public policy.

We are most grateful to the children who we have met along the way, who provide a continuing example of resiliency and hope.

EXECUTIVE SUMMARY

The 1991 survey of homeless children and youth in Utah was conducted using data provided by 31 shelters statewide and included children and youth who were provided shelter at any time during the year. Shelter providers were asked to give unduplicated counts. The total count of 4,894 homeless children and youth, when corrected for general population growth, represents an increase of approximately 3 percent of the homeless child count over the 1990 count. The largest concentration of homeless children and youth was found in Salt Lake City (32 percent), the second largest concentration was found in Ogden (20 percent), the third largest concentration was found in Provo (13 percent), and the fourth largest number was found in St. George (8 percent). The remaining 27 percent of the homeless children and youth were scattered in rural communities throughout Utah. School attendance data showed that 63 percent of elementary age homeless children received services from local school districts. School districts served 71 percent of the homeless middle school children and 48 percent of the high school youth. Only 39 percent of preschool (3-4) homeless children received education services and 12 percent of homeless infants and toddlers received child care. Barriers to school attendance continue to be lack of transportation, appropriate clothing, medical care, and food. Further investigation is needed to determine the number of homeless children and youth not receiving shelter care. This research should include a needs assessment, with shelter personnel counting the numbers they are unable to serve, or a snowball sample of children and youth living on the streets.

In addition to the Stewart B. McKinney grant and subsequent research requirement, the Utah State Legislature appropriated $623,920 during the 1992 session for the education of homeless children and minority students throughout the state. This money will be distributed to 40 LEA's in Utah using a formula of 1 Weighted Pupil Unit (WPU) for each homeless student enrolled and one half WPU for each minority student enrolled. This money will then be prorated to districts throughout the state.

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1.0 INTRODUCTION

While this report documents the number of homeless children and youth receiving shelter in Utah during 1991, it must be stressed that this represents only a partial count of the actual number of homeless children and youth in the State during 1991.

As one urban shelter provider stated . . . . "We turn away at least as many as we serve". With shelters often filled to capacity, we currently do not have information on the number of families who are sent away from shelters due to lack of space. We also have no accurate data regarding families or youth who are homeless but who, for one reason or another, do not request services. Some of these families or youth may "camp out" (several have reported to us that they camped under the viaduct or in one of the canyons). Others may double up with families or with their friends in apartments, houses, or abandoned buildings.

If we were able to devise a method of counting these "hidden homeless", the ranks of homeless children and youth in this count would swell significantly.

In accordance with requirements of the Stewart B. McKinney Homeless Assistance Act, current 1990 data on number and location of sheltered homeless children and youth were obtained throughout Utah. Shelter providers were selected as data sources because they had the most accurate data sources available at this time.

In addition to documenting the number and location of homeless children and youth throughout the state, the McKinney Act also requires that information regarding children's grade level be gathered as well as documentation of any barriers these children may confront in the process of registering or attending public schools.

To accomplish this task, resource and service providers throughout Utah were contacted and asked to provide information regarding number, locations, grade level placement, and barriers to education which homeless children may experience in Utah.

This report describes the methodology used in implementing the survey work and the results of the research as well as a discussion of the data obtained, barriers facing homeless children and youth in Utah, and a description of new programs designed to overcome these barriers.

Finally, a letter from the State Superintendent of Public Schools which outlines the requirements incumbent on the schools in registering homeless children and youth is included.

2.0 METHODOLOGY

The methodology implemented by the U.S. Department of Education in gathering these data involves counting each child who is homeless and in a shelter during 1991, and as such, any given count may represent one night of homelessness or several months of homelessness. Consequently, the raw score does not distinguish between a child who is in a shelter for one night and a child who is in a shelter for a longer period.

While many agencies provide a variety of services to homeless parents and children on a statewide basis, only those agencies that actually sheltered or paid for the night's lodging of children were sought as data sources. This included 31 agencies throughout Utah. (See Appendix A) The purpose of selecting these particular agencies was two fold:

1. To attempt to eliminate or reduce the possibility of counting a child twice; for example, the count would be duplicated if a child was counted once at the shelter and again at the soup kitchen.

2. To attempt to maintain a consistent definition of what constitutes "homelessness". (See Appendix C for a complete definition.) Briefly, only children or youth who lacked an adequate shelter (generally meant to include heat, electricity, and running water) or who were sharing a single dwelling with two or more families were included in this count.

The agencies that fit the criterion of providing (or paying) lodging for a homeless child or youth were asked to complete the survey questionnaire that documents the total number of children sheltered in 1991, the approximate grade level, and school attendance information. (See Appendix C)

During May, 1991, thirty-five agencies were contacted and asked to return the survey information (See Appendices B). Information regarding the number of homeless children and youth who were served between July 1, 1990 and June 30, 1991 was requested. This is a change in the preceding year's calendar and consequently some of the information "overlaps" the 1990 count, though it still includes only a 12 month period. It was suggested by service providers that gathering data based on a fiscal year would simplify the data collection process. The 1992 count will report 12 unduplicated months, beginning June 1, 1991 and concluding on July 31, 1992.

Of the thirty-five agencies contacted, thirty-one were able to report data on the number of homeless children and youth and twenty-six of these agencies reported data regarding school level and attendance.

The data were then organized according to location within Utah (See Table I) and according to the type of agency sheltering the homeless child or youth (See Table II). Data were further organized to make comparisons between 1990 and 1991 survey results (See Table I).

Table IV provides a sample of 27 agencies throughout Utah that were able to document the approximate grade level of homeless children and youth for whom they provided shelter in 1991 and information regarding school attendance.

3.0 RESULTS OF 1991 SURVEY OF SHELTERED HOMELESS CHILDREN AND YOUTH IN UTAH

Data regarding number, ages, and needs of homeless children and youth were obtained from 31 shelters throughout Utah. These 31 shelters reported that 4,894 children received shelter in Utah during fiscal year 1991 (July 1, 1990 through June 30, 1991). This represents an increase of 5.5 percent from data gathered during 1990. However, the population of Utah grew by approximately 2.5 percent during this same period. Consequently, we can estimate that the actual increase in sheltered homeless children grew by 3 percent.

3.1 DEMOGRAPHICS OF SHELTERED HOMELESS CHILDREN AND YOUTH IN UTAH

The area reporting the largest number of homeless children and youth during 1991 was Salt Lake City was 1,567 children and youth reported homeless. This number represents 32 percent of the total statewide count. This is a decrease from the 1,780 reported during 1990. The city reporting the second largest number of sheltered homeless children and youth was Ogden with 974 reported during 1991, representing 20 percent of the total homeless child count. Provo ranked third largest in the state, reporting 627 sheltered homeless children and youth during 1991, or 13 percent of the total. The St. George area reported 386 sheltered homeless children and youth, giving it approximately 8 percent of the statewide total and the fourth largest concentration of homeless children and youth.

The remainder of homeless children and youth were scattered throughout rural communities in Utah, representing approximately 27 percent of the total homeless child count and included 1,317 sheltered homeless children and youth.

3.2 TYPES OF SHELTERS PROVIDING SERVICES FOR HOMELESS CHILDREN AND YOUTH IN UTAH

Shelters designed specifically to house homeless families provided services to 2,039 children and youth during 1991.

Safehouses for victims of domestic violence sheltered 1,665 homeless children and youth during 1991.

Clergy and social service providers reported housing 151 homeless children and youth in motels during 1991. However, the Community Action Program in Provo serves homeless families primarily through motel space and this count brings that total to 548 homeless children and youth reported as housed in motels by clergy and social services.

The total count of homeless children and youth reported by Community Action Programs, including the Provo Community Action Program, totaled 449.

Youth Services and Youth Corrections reported a total of 345 homeless youth statewide. This is a conservative report as it does not include all runaway youth, but only those who are unable to return home. The data from Youth Corrections includes only those youth who were Absent Without Leave (AWOL) and are presumed to be living on the streets.

Utah Migrant Services reported that approximately 230 homeless migrant children and youth were served in 1991. All migrant children are not included in this estimate, but only those who lack a "fixed, regular, and adequate residence", as stated in the Stewart B. McKinney Homeless Assistance Act.

3.3 HOMELESS CHILDREN AND YOUTH IN UTAH . . . . YEARLY COMPARISONS

It continues to be problematic to make yearly comparisons of data because the data continue to fluctuate widely among many of the individual shelter counts. See Table 1. However, the total count appears to have stabilized with an overall increase of 5.5 percent from 1990 to 1991.

3.4 SCHOOL LEVEL

The largest concentration of homeless children and youth continues to be found at the elementary level with 1,147 homeless children between the ages of 5 and 11 reported by shelter providers.

The next largest concentration of homeless children occurred among infants (1,063) and preschool children (797).

Middle schools and high schools reported smaller numbers of homeless children and youth with 310 and 339 reported throughout the state.

3.5 SCHOOL ATTENDANCE INFORMATION

Of the 31 shelters reporting during 1991, 27 were able to provide school level data. Of significance in this area is the fact that of this sample, 63 percent of the elementary children, 71 percent of the middle school children, and 58 percent of the high school children were able to access school programs during their episode of homelessness. See Table III.

Many of these children received on site tutoring, some attended an on-site school, some were mainstreamed into their new school of residence and some were able to return to their school of origin. Schooling appeared to vary according to the needs of families and the best interests of children. Several rural shelters have requested increased tutorial school programs through their shelter, particularly when issues of child safety are of concern.

Pilot projects were funded through the McKinney Act, and in Salt Lake and Ogden Districts, as well as the Bennion Center at the University of Utah (a student volunteer initiative). An additional 200 homeless children and youth in Utah received education services during the summer and fall of 1991 as a result of these innovative programs.

3.6 BARRIERS TO SCHOOL ATTENDANCE

The following list summarizes barriers to school attendance which may be experienced by homeless children and youth or their family.

1. Homeless families without shelter, food, and other basic necessities may not put a high priority on school attendance.

2. Many homeless families lack a means of transportation to get their children to school.
3. Because of transience, families may lack knowledge of the location, hours, enrollment requirements, etc., of the school within their new geographic area.
4. Physical illness is relatively high among families living in shelters or cars as compared to other populations. This affects school attendance.
5. Homeless students do not always feel that they are genuinely welcomed by local school personnel, teachers, or other students.
6. Homeless parent may distrust the system and fear losing their children if school officials find the parents are unable to provide their children with basic necessities of food, shelter, etc.

These conclusions are drawn from interviews with homeless students and parents, school personnel, and on-site observations.

The educational needs of homeless children and youth are listed below. Again, these are drawn from interviews and on-site observations.

1. Homeless children and youth need to be welcomed and accepted by school personnel, teachers, and peers.
2. Information needs to be readily accessible regarding curricula, textbook needs, expectations, etc.
3. Parents must be informed of the programs available and how to access them.
4. Transportation must be available.
5. Fees must be waived where necessary for programs, immunizations, etc.
6. Convenient day care must be provided for homeless teenage parents trying to continue their education.
7. Homeless high school students need to receive credit for partially completed course work.

3.1 TABLE 1 GEOGRAPHICS

SHELTERS FOR HOMELESS CHILDREN AND YOUTH IN UTAH

1990 -1991 COUNT OF HOMELESS CHILDREN AND YOUTH BY GEOGRAPHIC AREA

	1990	1991
BLANDING (San Juan School District)		
SAFEHOUSE	24	16
BRIGHAM CITY (Box Elder School District)		
SAFEHOUSE-Women's Crisis Center	30	108
CEDAR CITY (Iron School District)		
IRON COUNTY CARE & SHARE	43	15
SAFEHOUSE	20	99
LDS TRANSIENT BISHOP	13	N/A
TOTAL	76	104
LOGAN (Logan School District)		
CAPSA (Safehouse) (Citizens Against Physical or Sexual Abuse)	118	140
MOAB (Grand School District)		
SEEK HAVEN (Safehouse)	7	19
OGDEN (Ogden School District)		
YCC	468	587
ST. ANNES	53	30
RESCUE MISSION	29	(E) 350
CAP	7	7
TOTAL	557	974
PRICE (Carbon School District)		
UNION GOSPEL MISSION	(E) 25	67
COLLEEN QUIGLEY SHELTER (Safehouse)	93	92
TOTAL	118	159

3.1 TABLE 1 GEOGRAPHICS

SHELTERS FOR HOMELESS CHILDREN AND YOUTH IN UTAH

1990 -1991 COUNT OF HOMELESS CHILDREN AND YOUTH BY GEOGRAPHIC AREA

	1990	1991
PROVO (Provo School District)		
FOOD & SHELTER COALITION	12	32
CAP	(E) 515	397
WOMEN'S CRISIS CENTER (Safehouse)	205	198
TOTAL	732	**627**
RICHFIELD (Sevier School District)		
NEW HORIZONS (Safehouse & Homeless Shelter)	43	70
PASTORAL ALLIANCE	172	55
TOTAL	215	**125**
SALT LAKE CITY (Salt LakeSchool District)		
MARILLAC HOUSE	161	148
RESCUE HAVEN	(E) 200	167
SL FAMILY SHELTER (1/1/90 -10/31/90)	327	551
YWCA	892	656
CAP	200	45
TOTAL	1,780	**1,567**
ST. GEORGE (Washington School District)		
DIXIE CARE & SHARE	65	124
CATHOLIC CHURCH	72	49
LDS TRANSIENT BISHOP	(E) 30	15
SAFEHOUSE	41	198
TOTAL	208	**386**
TOOELE (Tooele School District)		
SAFEHOUSE	6	
TOOELE COUNTY SOC SERVICE	86	26
TOTAL	92	**26**

3.1 TABLE 1 GEOGRAPHICS

SHELTERS FOR HOMELESS CHILDREN AND YOUTH IN UTAH

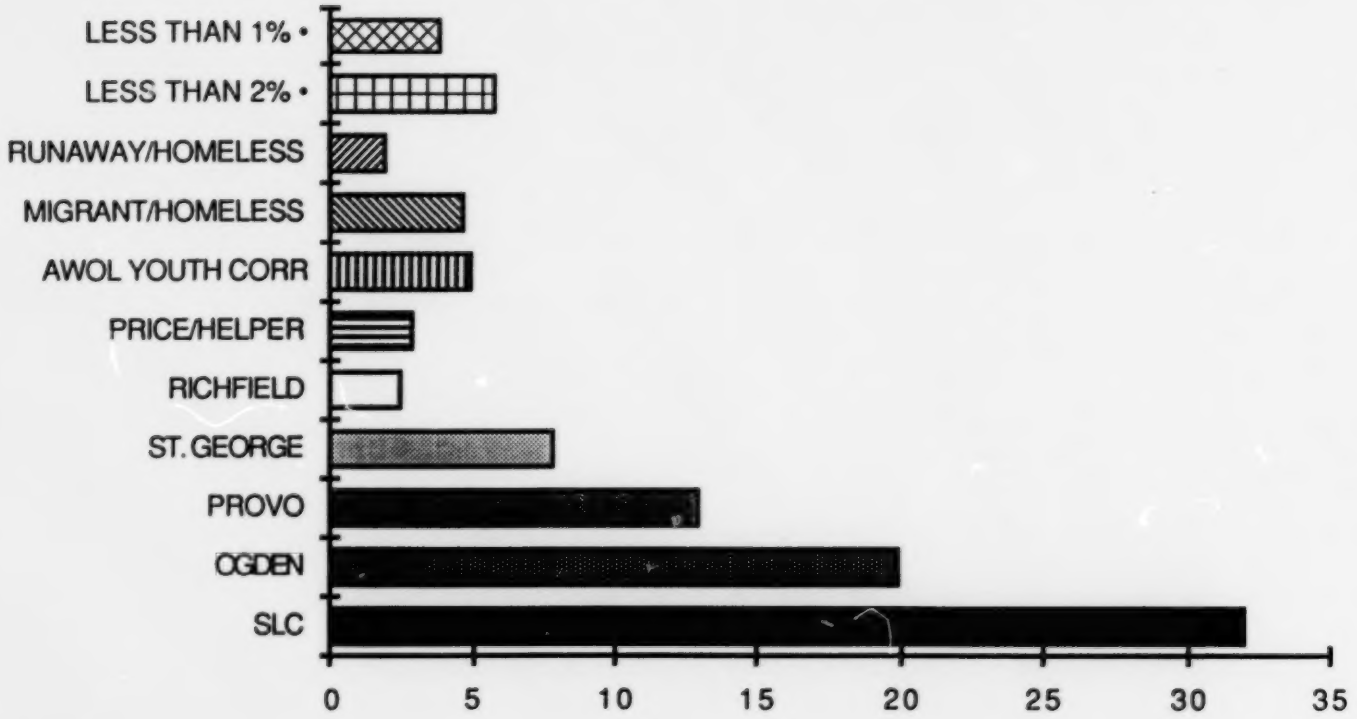
1990 -1991 COUNT OF HOMELESS CHILDREN AND YOUTH BY GEOGRAPHIC AREA

	1990	1991
VERNAL (Uintah School District)		
SAFEHOUSE (Women's Crisis Center)	(E)74	23
DUCHESNE COUNTY FOOD PANTRY & SHELTER	0	0
TOTAL	74	23
STATE AGENCIES		
MIGRANT HEADSTART PROGRAM (Homeless)	83	N/A
MIGRANT HEALTH SERVICES (Homeless)	64	230
YOUTH CORRECTIONS (Unduplicated count of AWOL youth presumed to be without housing)	287	250
YOUTH SERVICES (Not runaways, homeless youth only)	170	95
SALT LAKE COUNTY		
UTAH COUNTY		
CLINTON CENTER - BRIGHAM CITY		
SOUTHWEST CENTER - ST. GEORGE		
CANYONLANDS YOUTH HOME - BLANDING		
UINTAH BASIN YOUTH CENTER - VERNAL		
CENTRAL CITY YOUTH HOME RICHFIELD		
TOTAL COUNT OF HOMELESS CHILDREN AND YOUTH IN UTAH	***4,635***	***4,894***

E = ESTIMATE
N/A = NOT AVAILABLE

PERCENT OF TOTAL HOMELESS CHILDREN/YOUTH IN UTAH 1991

FIGURE I



*LESS THAN 1%
BLANDING
MOAB
TOOELE
VERNAL

*LESS THAN 2%
BRIGHAM CITY
CEDAR CITY
LOGAN

3.2 TABLE II

TYPES OF SHELTERS PROVIDING HOUSING TO HOMELESS CHILDREN AND YOUTH IN UTAH

SAFEHOUSES FOR HOMELESS WOMEN AND CHILDREN

	1990	1991
BLANDING	24	16
BRIGHAM CITY	30	108
CEDAR CITY	20	99
LOGAN - CAPSA	118	140
MOAB - SEEK HAVEN	7	39
PRICE - COLLEEN QUIGLEY SHELTER	93	92
PROVO - CRISIS CENTER	205	198
RICHFIELD - NEW HORIZONS	43	70
SALT LAKE YWCA	892	656
ST. GEORGE	41	198
TOOELE	6	26
VERNAL - WOMEN'S CRISIS CENTER	(E) 74	23
TOTAL	1,553	**1,665**

HOMELESS SHELTERS

DIXIE CARE & SHARE	65	124
IRON CARE & SHARE	43	15
OGDEN - RESCUE MISSION	29	E 350
OGDEN - ST. ANNES	53	30
OGDEN - YCC (agency shelters both homeless and victims of domestic violence)	468	587
PRICE UNION GOSPEL MISSION	25	67
SALT LAKE FAMILY SHELTER	327	551
SALT LAKE MARILLAC HOUSE	161	148
SALT LAKE RESCUE HAVEN	200	167
TOTAL	1,371	**2,039**

***MOTELS** (Housed by Clergy or other Social Service Providers)

PROVO - FOOD & SHELTER COALITION	12	32
RICHFIELD - PASTORAL ALLIANCE	172	55
ST. GEORGE - CATHOLIC CHURCH	72	49
ST. GEORGE - LDS TRANSIENT BISHOP	(E) 30	15
TOTAL	385	**151**

*This does not represent an attempt to count all Utah children living in motels. It is a sample of homeless children for whom motel shelters were provided by an agency or church. Additional research documenting the shelter provided by church groups would most likely result in a substantial increase in this count.

	1990	1991
HOMELESS YOUTH		
YOUTH SERVICES - (NOT runaways; homeless youth only)	170	95
YOUTH CORRECTIONS - AWOL and presumed to be without housing (unduplicated count)	287	250
TOTAL	457	**345**
COMMUNITY HOUSING ACTION PROGRAMS (Providing direct services to Homeless Children and Youth) (agency assisted with housing for these children)		
OGDEN	7	7
PROVO	(E) 515	397
SALT LAKE CITY	200	45
TOTAL	722	**449**
MIGRANT SERVICES (count includes homeless migrant children and youth only)		
HEALTH	64	230
TOTAL	147	**230**
TOTAL NUMBER OF HOMELESS CHILDREN AND YOUTH IN UTAH	***4,635***	***4,879***

E = ESTIMATE
AGENCIES SURVEYED, N = 34

HOMELESS CHILDREN YOUTH IN UTAH AS REPORTED BY AGE GROUP - 27 AGENCIES REPORTING

5/14/92

SHELTERS		AGES 0-2			AGES 3-4			AGES 5-11			AGE12-13			AGES 14-20		
	TOTAL	SERVED	N R S*	TOTAL	SERVED	N R S*	TOTAL	SERVED	N R S*	TOTAL	SERVED	N R S*	TOTAL	SERVED	N R S*
BLANDING	0	0	0	4	0	4	7	4	3	1	1	0	4	0	4
BRIGHAM CITY	23	N/A	23	21	N/A	21	26	N/A	26	20	N/A	20	18	N/A	18
CEDAR CITY SOCIAL SERVICE	30	0	3	25	7	18	18	14	4	10	5	5	16	8	8
CEDAR/IRON CO/CARE & SHARE	4	0	4	7	0	7	3	0	3	1	0	1	0	0	0
LOGAN/CAPSA	30	11	19	25	17	8	55	52	3	7	7	0	23	17	6
MOAB/SEEK HAVEN	15	0	15	6	0	6	16	16	0	0	0	0	2	1	1
OGDEN/CAP	0	0	0	2	N/A	2	0	0	0	5	N/A	5	0	0	0
OGDEN/RESCUE MISSION	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
OGDEN/YCC	230	N/A	230	93	74	19	220	88	132	29	2	18	15	0	15
OGDEN/ST. ANNES CENTER	9	N/A	9	5	N/A	5	13	N/A	13	2	N/A	2	1	N/A	1
PRICE/C. QUIGLEY SHELTER	24	0	24	13	2	11	38	33	5	7	7	0	10	9	1
PRICE/UNION GOSPEL MISSION	8	0	8	2	0	2	12	6	6	14	14	0	21	15	6
PROVO/CAP	75	N/A	75	149	N/A	149	51	21	30	20	9	11	0	0	0
PROVO/FOOD & SHELTER	4	0	4	6	1	5	3	3	0	8	8	0	11	6	5
RICHFIELD/NEW HORIZON	10	N/A	10	17	N/A	17	23	N/A	23	9	N/A	9	11	N/A	11
RICHFIELD/SEVIER ALLIANCE/PASTORS	4	0	4	16	2	14	22	8	14	10	9	1	3	1	2
SLC/YWCA	225	N/A	225	126	N/A	126	254	N/A	254	27	N/A	27	24	N/A	24
SLC/FAMILY SHELTER	167	N/A	167	115	N/A	115	191	191	0	47	47	0	31	26	5
SLC/CAP	6	3	3	7	7	0	15	14	1	5	4	1	12	8	4
SLC/MARILLAC HOUSE	49	13	36	27	11	16	50	23	27	2	2	0	20	5	15
SLC/RESCUE HAVEN	66	8	58	28	4	24	51	3	48	3	0	3	18	0	18
ST GEORGE/LDS BISHOP	10	0	0	15	0	15	4	0	4	1	0	1	0	0	0
ST GEORGE/CATHOLIC CHURCH	10	N/A	0	9	N/A	9	10	N/A	10	10	N/A	10	10	N/A	10
ST GEORGE CRISIS CENTER	17	3	14	30	7	23	27	25	2	57	53	4	67	59	8
ST GEORGE/DIXIE CARE & SHARE	36	0	36	39	0	39	25	0	25	15	1	14	9	1	8
TOOELE SOCIAL SERVICES	3	0	3	6	0	6	6	3	3	1	0	1	14	1	13
VERNAL WOMENS CRISIS	8	0	8	6	2	4	7	7	0	0	0	0	2	2	0
TOTAL NUMBER OF CHILDREN	1,063	38	978	799	134	665	1,147	511	636	311	189	133	342	159	183
% ATTEND SCHOOL/RECEIVING SERVICES		12%			39%			63%			71%			58%	
*NOT RECEIVING SERVICES															

1

23

24

14

3.4 & 3.5 TABLE III

HOMELESS CHILDREN & YOUTH IN UTAH AS REPORTED BY AGE GROUP - 27 AGENCIES REPORTING

4.0 DISCUSSION

The total number of homeless children and youth reported by 31 statewide agencies during fiscal year 1991 was 4,894. When adjusted for population growth this represents a 3 percent increase in homeless children and youth over 1990 data.

The data base (31 shelters) from which the 1991 numbers were generated remains essentially the same as the data base in 1990, making the yearly comparisons somewhat more accurate than the three preceding surveys.

In accordance with the methodology implemented by the U.S. Department of Education, gathering data involved counting reach child or youth who was homeless at any time during 1991, and as such, any given count may represent a single night of homelessness or three months (the longest stay granted by a shelter) of homelessness. Accurate one day counts, which were completed by Greg Fredde and Kerry W. Bate of the Office of Community Development indicated that approximately 220 children under the age of 17 were sheltered by various agencies throughout Utah on a given night. The U.S. Department of Education methodology involves counting any youth under the age of 21 if the youth has not completed high school or received a GED. Consequently the numbers generated by the Utah State Office of Education remain slightly higher than those gathered through the Community Development count.

Of particular interest to the Utah State Office of Education are the percentage of homeless children receiving services from the local school districts. Through the Stewart B. Homeless Assistance Act, the Department of Education is under federal mandate to ensure that "regulations, practices, or policies . . . that may act as a barrier to the enrollment, attendance, or success in school of homeless children and homeless youth" be revised. Local school districts in Utah are making substantial gains in addressing the needs of these children, with well over 50 percent of children and youth in shelters receiving services from local districts. Salt Lake and Ogden Districts were the beneficiaries of grants from the McKinneyAct, and active outreach on the part of these districts has resulted in education services to an additional 200 homeless children and youth during the summer and fall of 1991. The Lowell Bennion Center at the University of Utah also received a grant from the McKinney Act, and the center has implemented a model student volunteer program.

However, an area of concern continues to be the percentage of preschool children who do not receive intervention from education agencies. Approximately 61 percent of homeless sheltered preschool children, between the age of 3 and 4, received no child care or preschool experience. The tragedy of this situation is that these bright, young, homeless children, with much potential, will enter public school already having serious developmental delays.

It is hoped that with the additional federal block grant funding in the state for child care, and with the additional funding for Project Headstart, accessible preschool services will be available to these young children who are most at risk.

Furthermore, it must be stressed that the methodology used to count these homeless children and youth, does not provide any means of counting the many children and youth who are turned away from shelters each night due to lack of space. Survey workers found one family of 6 camped in the vicinity of 7th West and 6th South. The family consisted of father, mother, and 4 children under the age of 13. There was no room for them at the shelter, and they had been placed on the shelter waiting list. In another instance a mother and father with 3 preadolescent girls used one of the nearby canyons for their home because they did not want to go back into the shelter. We can only guess as to the number of homeless children and youth with these types of living arrangements as most of these families seem to prefer to remain hidden.

It is hoped that in the future, shelter personnel may be able to document the number of homeless families that are turned away. This would serve as an important needs assessment and give a more accurate picture of the housing needs in the state. A count of these "hidden homeless" will undoubtedly change these survey results considerably, swelling the ranks of homeless children and youth in Utah significantly.

5.0 UPDATE IN THE UTAH STATE ADMINISTRATIVE CODE (LAW)

R300-616-2 Authority and Purpose

A. This rule is authorized under Article X, Section 3 of the Utah State Constitution, Section 53A-1-401(3), U.C.A. 1953, relating to the authority of the USBE to adopt rules in accordance with its responsibilities, Section 53A-11-101 which requires that minors

between the ages of 6 and 18 attend school during the school year of the district of residence, and by Section 53A-2-201(3) which makes each school district responsible for providing educational services for all children of school age who reside in the district.

B. The purpose of this rule is to ensure that homeless children have the opportunity to attend school with as little disruption as reasonably possible.

R300-616-3 Criteria for Determining Where a Homeless Child Shall Attend School

A. A homeless child may:

1. continue for the remainder of the school year, to attend the school which the child attended prior to becoming homeless, or
2. transfer to the school district of residence.

B. Determination of residence or domicile may include consideration of the following criteria:

1. the place, however temporary, where the child actually sleeps;
2. the place where an emancipated child or an unemancipated child's family keeps its belongings;
3. the place which an emancipated child or an unemancipated child's parent considers to be home; or
4. recommendations of the Utah State Department of Social Services.

C. Determination of residence or domicile may not be based upon:

1. rent or lease receipts for an apartment or home;
2. the existence or absence of a permanent address; or
3. a required length of residence in a given location.

D. If there is a dispute as to residence or the status of a child as an emancipated minor, the issue may be referred to the USOE Special Needs Population Specialist for resolution.

E. The purpose of Federal homeless education legislation is to ensure that a child's education is not needlessly disrupted because of homelessness. If a child's residence or eligibility is in question, the child shall be admitted to school until the issue is resolved.

UTAH STATE OFFICE
OF EDUCATION

Scott W. Bean
State Superintendent of Public Instruction

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M E M O R A N D U M

July 27, 1990

TO: DISTRICT SUPERINTENDENTS
SCHOOL PRINCIPALS

FROM: STATE SUPERINTENDENT SCOTT BEAN Scott W. Bean

SUBJECT: EDUCATION OF THE HOMELESS

Several cases involving the registration of homeless students in local schools have been reported to the attention of the Utah State Office of Education Coordinator for Education of Homeless Children and Youth. Problems relating to the school attendance of homeless students have been reported in both urban and rural districts. Education of the homeless has now become a federal priority making it even more important that all such problems be promptly and properly resolved.

Utah law is quite clear in regard to this matter. Both Section 53A-2-201, U.C.A. 1953 and Administrative Rule 300-616 address issues of homeless children and residency. Please note that Section 53A-2-201 states that the district of residence is the district in which: (1) the parent or legal guardian resides; (2) the district where the parent or legal guardian is domiciled; (3) the district where the child resides, even though the parents may live elsewhere, if the child is (a) under the custody or supervision of a state agency, (b) under the supervision of a licensed child placement agency, (c) living with a responsible adult resident of the district and the district determines the best interests of the child would be served by considering the child to be a resident, or (d) the child is emancipated.

"Resides," in (1), is the place where a person is presently living, even though the arrangement may be temporary; "domicile," in (2), is the place that a person considers his permanent home, even though he may not actually reside there -- Senator Hatch, for example, does not live in Utah but may legitimately claim Utah as his domicile. An "emancipated minor," as in (3)(d), is a child who has assumed the responsibilities of an adult and is living apart from and independent of parents, guardians, and custodians. In short, if a child lives with his parents in a school district, even though the "residence" is a car, a cardboard box, or a heating grate with a blanket, the child is a resident entitled to free

250 East 500 South / Salt Lake City, Utah 84111 / (801) 538-7500

public education. The same applies if the family's permanent home is, or was, in a given district and the family has been forced to move but still considers that area home and is trying to find another home in the area. "Emancipation" is not as easy to determine; it is usually essentially a case-by-case determination by the district unless a court has already ruled on the matter. In addition, R300-616B provides that if the Utah State Department of Social Services has declared a child to be emancipated, that finding is conclusive.

So far as program eligibility is concerned, the federal Stewart B. McKinney Act states that: "Each homeless child shall be provided services. . . including educational services for which the child meets the eligibility criteria, such as compensatory educational programs for the disadvantaged, educational programs for the handicapped, educational programs for the gifted and talented, and school meals programs."

Local school personnel, including school principals, registrars, and school secretarial staffs need to be aware that children living in shelters, campers, or any other domiciles are entitled to all of the services specified above and in the law even though they do not have rent receipts or mortgage papers (reportedly required by some schools).

We are planning to convene a meeting of district personnel responsible for the education of the homeless and will keep you informed as to the date. Meanwhile, please report any concerns which you may have to Kenneth Hennefer or Marilyn Treshow of the Office of the Coordinator for the Education of Homeless Children and Youth. They may be reached at 538-7721 or 328-5532.

/n

cc: Bruce Griffin
Stevan Kukic

7.0 UTAH STATE LEGISLATURE'S RESPONSE TO THE NEEDS OF HOMELESS CHILDREN AND YOUTH IN UTAH PUBLIC SCHOOLS

During the 1992 legislative session the Utah State Legislature allocated $623,960 for the education of homeless and minority students. This money will be distributed on a formula basis with homeless students who are enrolled in school receiving an additional Weighted Pupil Unit (WPU), which is currently $1,490 and minority students receiving one half of a WPU. This funding will be prorated throughout the 40 local school districts in Utah. The money will be available during the 1992 - 1993 school year. Superintendents have been asked to either formulate a new definition of what constitutes a homeless student or use the Stewart B. McKinney Definition (See Appendix C).

Each local district will then submit a count of the total homeless children and youth enrolled in their district during the school year 1991 - 1992.

The Utah State Office of Education along with the superintendents of the school districts will request $2,000,000 for homeless and minority students. Using the definition of homeless students according to the Stewart B. McKinney legislation, Utah could double the numbers of students requiring additional support for education. An aggregate count of the 40 local school districts will be generated by the Utah State Office of Education by June 15, 1992.

APPENDICES

APPENDIX A

DATA SOURCES: HOMELESS CHILDREN AND YOUTH IN UTAH

BLANDING (San Juan School District)

Blanding Safehouse
522 North 100 East
Blanding, UT 84511
CONTACT: Mark Lyman
678-3211

BRIGHAM CITY (Box Elder School District)

Safehouse - Women's Crisis Center
Brigham City YWCA
435 East 700 South
Brigham City, UT 84302
CONTACT: Bev Gaunt
734-9957

CEDAR CITY (Iron School District)

Iron County Care & Share
140 East 400 South
Cedar City, UT 84720
CONTACT: Owen Johnson
Carol Gordon
586-4683

Cedar City Safehouse
Office of Social Services
106 North 100 East
CONTACT: Tom Vaughn, Marsha Perkins
586-1410 - Tom, **586-3841**- Marsha

LDS Transient Bishop, Warren Smith
489 West 200 North
Cedar City, UT 84720
586-0381 (H) 586-0387 (W)

LOGAN (Logan School District)

CAPSA, Diane Stuart, Director
P. O. Box 3617
Logan, UT 84321
753-2500

MOAB (Grand School District)

SEEKHAVEN
P. O. Box 729
Moab, UT 84532
CONTACT: Jan Barnett
259-2229

OGDEN (Ogden School District)

YCC
2261 Adams Avenue
Ogden, UT 84401
CONTACT: Gay Littleton
392-7273

St. Anne's Center
2763 Lincoln Avenue
Ogden, UT 84401
CONTACT: Charles Rostowski
621-5036

Ogden Rescue Mission
2781 Wall Avenue, Box 625
Ogden, UT 84402
CONTACT: Rev. Langston
621-4360

CAP
3159 Grant Avenue
Ogden, UT 84401
CONTACT: Doretha Keeling
399-9281

PRICE (Carbon School District)

Union Gospel Mission
178 South Main
Helper, UT 84501
CONTACT: Eugene Walton
472-5518

Colleen Quigley Shelter
90 North 100 East
Price, UT 84501
CONTACT: Dorothy Johnson
637-6850 X 49

PROVO (Provo School District)

Food & Shelter Coalition/Provo
39 West 200 North, Box 122
Provo, UT 84603
CONTACT: Marilee Shelton
373-1025

Community Action, Provo
257 East Center, Suite 2014
Provo, UT 84603
CONTACT: Myla Dutton
373-8200

Center for Women & Children in Crisis
P. O. Box 353
Provo, UT 84603
CONTACT: Betty Engenmann
377-5500

RICHFIELD (Sevier School District)

New Horizons
146 North Main
Richfield, UT 84701
CONTACT: Rita Cox, Trish Millard
896-9294

First Baptist Church
(Alliance of Pastors)
501 North Main
Richfield, UT 84701
CONTACT: Medford Hutson
896-6868 - 896-4896

SALT LAKE CITY (Salt Lake School District)

Rescue Haven of Salt Lake City
1165 South State
SLC, UT 84111
CONTACT: Shirley Carnell, Bonnie Langford
521-2195 - 521-5925

SLC Family Shelter
210 South Rio Grande
SLC, UT 84101
CONTACT: Donna Gebler, Lisa Gonzales

359-4142 - 531-1507

Marillac House
2300 West 1700 South
SLC, UT 84109
CONTACT: Mona Knapp
355-4609

SALT LAKE CITY (Salt Lake School District)

YWCA, SLC
322 East 300 South
SLC, UT 84111
CONTACT: Sharon Young
355-2804

Salt Lake Community Action
740 South 200 West
SLC, UT 84101
(Doubled up youth)
CONTACT: Leam Moeung
359-2444

ST. GEORGE (Washington School District)

Dixie Care & Share
131 North 300 West
St. George, UT 84770
CONTACT: Ruth McGee
628-3661

Catholic Church
259 West 200 North
St. George, UT 84770
CONTACT: Father Kuzi
673-2604

LDS Transient Bishop
67 North 200 East C Company
St. George, UT 84770
CONTACT: Lewis Bowler
673-2501 - 673-6152

Crisis Center (Safehouse)
168 North 100 East
St. George, UT 84770
CONTACT: Tom & Diana Hancock
673-9691

TOOELE (Tooele School District)

Tooele Safehouse
Office of Social Services
47 S Main
Tooele, UT 84074
CONTACT: Butch Dymock
833-7356

Tooele County Health & Community Service
P. O. Box 428
Wendover, UT 84083
CONTACT: Joe Kataris
665-2231 - 665-2232

VERNAL (Uintah School District)

Safehouse - Women's Crisis Center
559 North 1700 West
Vernal, UT 84078
CONTACT: Angie Martin
781-0743

Duchesne County Food Pantry & Shelter
7th St - A St
Myton, UT 84052
CONTACT: Ludy Cooper
722-4810

STATE AGENCIES

UTAH MIGRANT HEALTH SERVICES
2300 West 1700 South
SLC, UT 84104
CONTACT: Dexter Pierce, Director
977-9621

UTAH YOUTH CORRECTIONS
120 North 200 West, 4th Floor
SLC, UT 84101
CONTACT: John DeWitt
538-4330

UTAH YOUTH SERVICES
120 North 200 West, 4th Floor
SLC, UT 84101
CONTACT: Joe Leiker
538-4090

APPENDIX B

AGENCIES SURVEY

AGENCY OR SHELTER _____

CONTACT PERSON COMPLETING THIS SURVEY _____

ADDRESS OF AGENCY/SHELTER _____

PHONE _____

1. How many homeless children or youth were assisted with shelter by your agency during this fiscal year (July 1, 1991 to June 30, 1992)?

   (Do not count any child twice. For example: if a child lived in your shelter in August 1991; moved out of the shelter in October 1991; and then moved back into the shelter in June 1992; that child would be counted once).

2. Please provide the following age breakdown for the above number of children.

   _____ a. Infants to 2 years

   _____ b. 3 to 4 years

   _____ c. 5 to 11 years

   _____ d. 12 to 13 years

   _____ e. 14 to 20 years (without a high school diploma)

   _____ **TOTAL** a through e (This number should be the same as in question 1)

3. How many of these children are enrolled and regularly attending public school, a pre-school program, or child care program?

   _____ a. Infants to 2 years

   _____ b. 3 to 4 years

   _____ c. 5 to 11 years

   _____ d. 12 to 13 years

   _____ e. 14 to 20 years (without a high school diploma)

4. To your knowledge are there any policies or practices which prevent or discourage homeless students from enrolling, attending, and achieving success in school?

5. Indicate the priority you would give to any of these special needs as they relate to homeless students (number 1 is the service most needed; number 2 is the service this is second most in need, etc.).

_____ a. fee waivers for homeless students

_____ b. availability of school meals for homeless children and youth

_____ c. high school open enrollment procedures

_____ d. expedited registration for homeless students at school; including forwarding school record, immunization records, etc.

_____ e. availability of preschool or child care programs for homeless children

_____ f. school awareness programs for teachers, office personnel, and administrators

_____ g. establishment of tutoring programs for homeless students

_____ h. availability of school counselors or nurses

_____ i. programs to generate peer acceptance at schools

_____ j. availability of after school programs for homeless children

_____ k. establishment of additional on-site programs

_____ l. transportation

_____ m. services for handicapped, homeless children or youth

_____ n. other (please describe)

6. What is the <u>total</u> number of homeless individuals (all ages) for whom you provided shelter assistance during this fiscal year?

_____ Actual <u>total</u> number(if available)

or

_____ Estimated total number

Please save this survey until June 30, 1992. Use the postage paid enclosed envelope to return it after that date and before July 20, 1992. Thank you for your cooperation and support.

Again, please do not count any single individual twice. We are attempting to get as close to an unduplicated count as possible without expending additional resources.

APPENDIX C

DEFINITIONS RELATED TO SECTION VII(B) OF THE STEWART B. MCKINNEY ACT

1. **FREE, APPROPRIATE PUBLIC EDUCATION** means the educational programs and services that are provided the children of a resident of the state and that are consistent with state school attendance laws. It includes educational services for which the child meets the eligibility criteria, such as compensatory education programs for disadvantaged students, educational programs for the handicapped, and for students with limited English proficiency; programs in vocational education; programs for gifted and talented; and school meals programs.

2. **CHILD or YOUTH** - any person, who were he or she the child of residents of the state, would be entitled to a free, appropriate public education. Furthermore, "youth" will identify school-age children who are old enough for enrollment in middle/junior high school and above.

3. **HOMELESS** - an individual who:

   a. Lacks a fixed, regular, and adequate residence; or

   b. Has primary nighttime residence in a supervised publicly or privately operated shelter for temporary accommodations including welfare hotels, conjugate shelters, spouse abuse centers; or

   c. Sleeps in a public or private place not ordinarily used as a regular sleeping accommodation for human beings; or

   d. Is our of necessity living with relatives or friends due to lack of housing, or runaway children (under 18 years of age) and children and youth who have been abandoned or forced out of home by parents or other caretakers or such youth (between 18 and 21 years of age) who may still be eligible for educational services who -
      i. temporarily reside in shelters awaiting assistance from Social Service agencies.
      ii. live alone on the street or move from place to place between family members, friends, and acquaintances; or

   e. Children of migrant families who lack adequate housing. (Housing which includes heat, electricity, running water, etc.)

   f. Women (under 21, without a high school diploma) residing in safehouses or shelters for victims of domestic violence. Any children over 2 years of age in this situation are also included in the count.

Scott W. Bean
State Superintendent of Public Instruction

Utah State Office of Education
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Salt Lake City, Utah